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ABSTRACT

This monograph consists of 12 short articles written by students enrolled in a basic course in elementary school administration at Indiana State University. The monograph is intended to provide some insight as to what future elementary administrators believe is important in administering an elementary school. Each article focuses on a slightly different dimension of the principal's role and suggests possible modes of action future principals might follow in carrying out that role. Titles of the individual articles include "The Orientation of Teachers," "The Management Role," "The Collective Negotiations Role," "Leadership for Change," "Humane Leadership," "Leadership in Reorganization," "The Why of Public Relations," "The How of Public Relations," "Alternatives for Public Relations," "Goal Identification," "Evaluation," and "Accountability." (Author/JG)

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# PERCEPTIONS OF FUTURE ELEMENTARY SCHOOL PRINCIPALS

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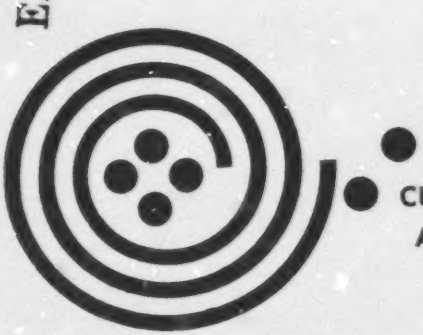

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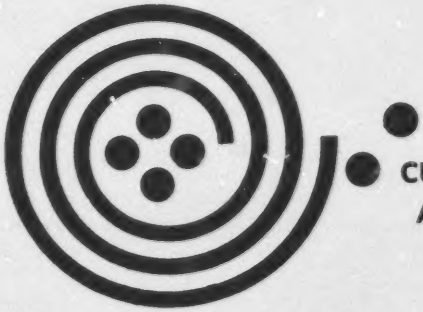
# PERCEPTIONS OF FUTURE ELEMENTARY SCHOOL PRINCIPALS



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## FOREWORD

The authorship of this monograph is unique in that Dr. Fred Snyder called upon certain students in the course "Simulated Experiences in Elementary School Administration" to write position papers on several facets of their concepts of the elementary principalship. This all comes from the viewpoints of students who seek to become elementary principals.

The challenge to students in writing these papers provided learning experiences that encompassed four important areas of concern for the prospective elementary principal.

The reader will be gratified by the depth of understanding that each student has purveyed. To see the anticipated role of inexperienced elementary principals by the experienced principal may bring into focus some attitudes and concepts that are fresh and challenging to the practitioner.

The procedure employed by Dr. Snyder is to be commended, because it brings out the best writing in graduate students and provides an exercise in responsibility for taking a position on a particular topic.

Elementary administration is undergoing change as is educational administration in general. The elementary school is the foundation of public schools in our country, and the elementary principal is the instructional and administrative leader in his school.

Ellwood P. Cubberley once said that "the school is the lengthened shadow of its principal." This is certainly true of the elementary principal.

Fred Swalls
Director of the Division of
Educational Administration
Professor of Education
Indiana State University

PHILOSOPHY
ENGLISH
SOCIOLOGY
ECONOMICS.

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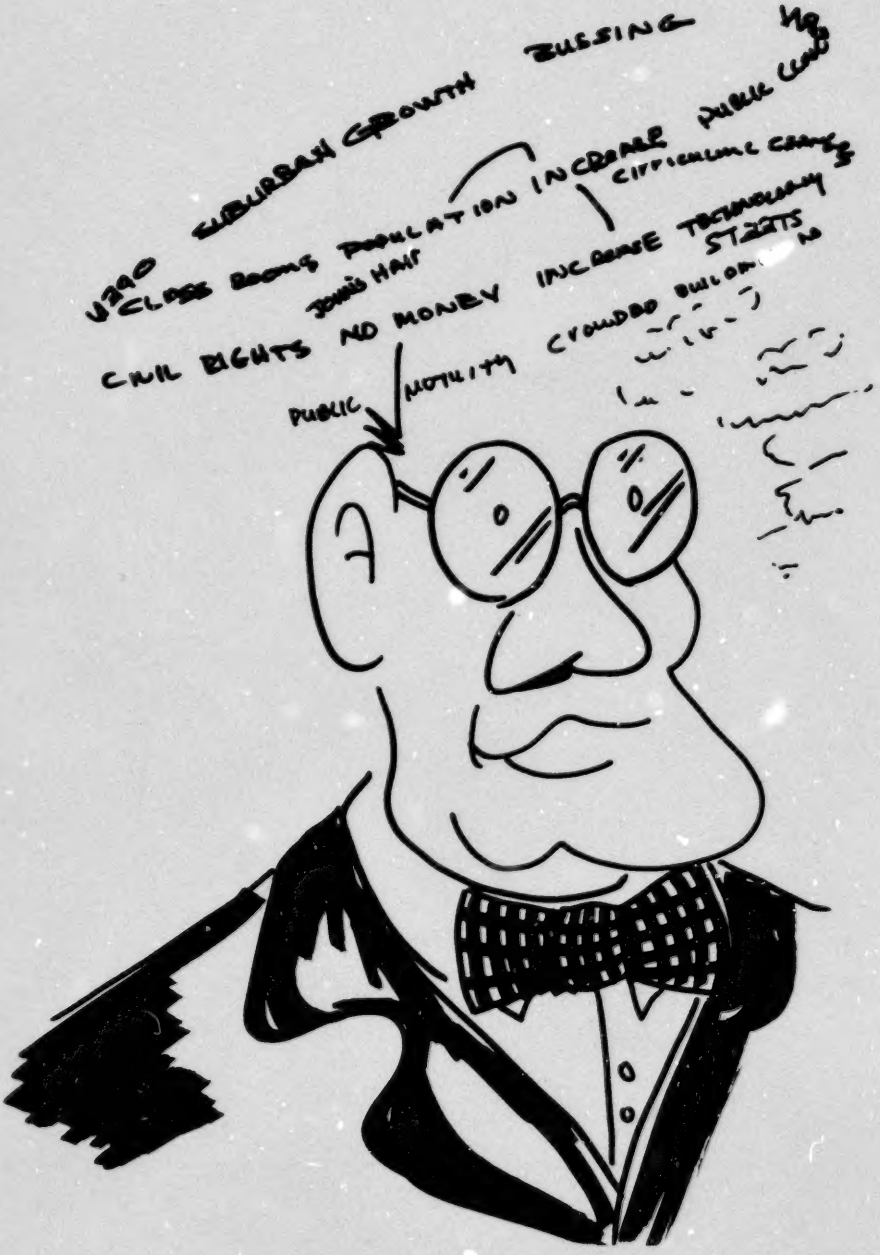
SUBURBAN GROWTH
BUSSING
CLASS ROOMS
POPULATION INCREASE
CRIME
CIVIL RIGHTS
NO MONEY
INCREASE
PUBLIC
MOTILITY

## PREFACE

Many authorities in education maintain that "as goes the principal, so goes the school." Few would deny the significant impact that elementary principals have on the extent to which curricular programs are developed and kept current, efficient organizational structures are maintained, positive relationships between school and community are established and improved instruction is promoted.

The elementary principalship may be viewed from the frame of reference of the Person, the Job, and the Setting. Much of the current literature deals with how the job of elementary principals has increasingly been changing. Other reports are directed toward the changing environment of elementary schools. Little attention has been given, however, to the values and perceptions of individuals who will be the elementary principals of tomorrow. Will there be a change in the Person who assumes the responsibility for administering elementary schools in the future?

The present monograph focuses upon the values and perceptions which future elementary principals hold and maintain toward important (from their point of view) dimensions of their anticipated role. The material contained herein could not have been published except for the willingness on the part of the contributors to share their perceptions. It is such sharing of ideas and points of view that has a great potential for improving leadership within elementary school organizations. Indebtedness is gratefully acknowledged to those who contributed to this writing. Appreciation is also expressed to Edmond Sahai, Jane Angell, and Norma Dellmo who did much to improve the manuscript and assist with its preparation.

Fred A. Snyder
Professor of Educational
Administration

OFFICE

# PERCEPTIONS OF FUTURE ELEMENTARY SCHOOL PRINCIPALS

## INTRODUCTION

Few would deny the importance of the functions of the elementary school principal. As this position is seen in terms of its unique responsibility and relationships, professionals and laymen alike are becoming increasingly aware that a principal of an elementary school stands at a crucial point of all educational progress. How the elementary principal manages his or her position may not only determine how well pupils learn and continue to develop educationally, but may also have a bearing upon the total relationship between citizens and the public school system. For these reasons, the role of the principal is indeed dynamic. It is assumed by individuals who can withstand the pressures associated with front lines of conflict, controversy, and change within the field of education.

Part of the elementary school evaluative criteria formulated in a national study focuses on guidelines for evaluating the administration of elementary schools. In the published document the following thoughts are communicated.

> The primary responsibility of the administration is to the welfare of the child and the educational program. Every condition of management and organization is worthwhile to the extent that it is beneficial to teaching and learning and contributes to the society and community it serves. Co-relating instruction, activities, and services into an effective educational program requires talented and forward looking leadership.[1]

The elementary school principalship is not unlike other domains of public administration. It derives its character from the context in which it is practiced. The role of the elementary school principal is performed within a matrix of ideals, values, and purposes that are generally accepted to be "right" by those involved. It functions through a system of laws and regulations which prescribe and delimit actions that can be undertaken; it is conditioned by the every changing forces within the educational environment; affected by changes within the practice of teaching, the negotiation process, and current economic conditions found within society; and conditioned by the constraints of the particular local situation. The constraints include factors such as available resources, existing facilities, quantity and quality of staff, and important characteristics of pupils. It is such elements when taken all together that create the context for the role which elementary principals assume.

1

Generally elementary school principals think of themselves first as being teachers. This is understandable inasmuch as the certification requirements in most states require teaching experience before one can become a principal.

> A good principal almost always is one who was a good teacher; good at planning and carrying out plans; good with public relations; with pupils, parents, community; one who has been loyal, professional, cooperative; and one who has done more than was required of him. He has a reputation for integrity, morality, stability and good citizenship. Sound educational philosophy motivates and guides his professional activities.[2]

The rationale for the present monograph is that little attention has been given in the professional literature to what those who are preparing to become elementary principals believe is important relative to their anticipated role. This is not to imply any lack of sheer quantity either in educational literature generally or in that special aspect of it that deals with educational administration. Most of the literature of educational administration readily available tends to be normative in its approach, dealing primarily with present principals' perception of what they are doing or what they ought to be doing. To date information is limited concerning the views of individuals expecting to become principals which are based primarily upon experiences within the confines of the classroom.

The opinions expressed in this monograph are those that were held by individuals enrolled in a basic course in elementary school administration taught at Indiana State University. With the exception of two individuals the contributors to this monograph had not had professional experience as elementary principals. The material is being published as a bulletin of the Curriculum Research and Development Center at Indiana State University so that the viewpoints of future administrators can be shared with public school organizations and other interested educational agencies. The intent is to provide some insight as to what future elementary administrators may believe to be important in administrating an elementary school. The writing also suggests possible modes of action which future principals might follow in carrying out the role of the principalship.

It should be noted that the writing contained herein was not based on carefully conducted research. On the contrary, the points raised and the various rationales drawn were based upon the practical intelligence of individuals who for the most part are in the process of preparing to become elementary school principals. The reader may discover that from his or her particular value frame of reference and more extensive professional experience there may be some lack of agreement with the points of view expressed in this writing. Nevertheless, the ideas contained herein do illustrate the opinions and values held by individuals interested in elementary administration.

Notes

[1]Donald C. Manlove, ed., Elementary School Evaluative Criteria (Arlington, Virginia: National Study of School Evaluation, 1973).

[2]Gordon Stewart, "The Principal's Efficiency as an Instructional Leader," Virginia Journal of Education, 60 (February 1967), 18.

## OVERVIEW

Providing leadership as an elementary principal is an infinitely delicate and sensitive process. It is a role exercised by individuals who facilitate the productivity of others. Within the milieu of elementary education, there exists an enormous need for sound leadership.

Elementary schools need professional educators who can establish a proper balance between independent and interdependent thought and action. In the pages which follow, viewpoints relative to the elementary school principalship are presented for the reader's consideration. It is hoped that out of the juxtaposition of ideas and perhaps rearrangements of streams of thought, new insights may emerge.

Relevant factors considered by the contributors were not intended to be all-inclusive. In general, the writing which follows supports a rationale for the following:

1. Orientation for new teachers, if carefully planned and executed, promotes mutual understanding, trust and cooperation between the elementary school principal and the faculty. The teaching and learning processes are thus enhanced.

2. The elementary school principal has limited time to carry out many important functions. To carry out duties as instructional leader, the principal should properly delegate some managerial duties to competent subordinates.

3. Collective bargaining is an important process to today's school principal. The position the principal maintains during this process has important implications. He/she can afford neither to remain neutral, nor to be represented by the teachers' bargaining unit. Bargaining independently with the board is not tenable either, nor is being a member of the management team. The best position to adopt is to be a consultant to the board.

4. The leadership style of an elementary school principal can be either passive, dictatorial, or facilitative. The facilitative role is recommended because, among other things, it allows the principal to facilitate the learning process and to encourage active thinking and meaningful evaluation.

5. The principal should be humane in dealings with the students, staff, parents and the community people. As he/she strives to work in harmony with superiors, the aim should be to guarantee satisfaction to the clients--the students.

6. School or system reorganization, an important educational trend, requires the elementary principal not to rely solely on his or her own capabilities and abilities, important as these are. As functions become

many and complex he/she should solicit input from within and without the organization. This way the essential evaluation of the program can be carried out.

7. Public relations is an essential aspect of elementary school administration. Through an appropriate program the public is kept informed, confidence is established, support for the educational program is won, an awareness of the importance of education in a democracy is developed, home and school work cooperatively, misunderstandings are ironed out, and a productive process of evaluation is set in motion.

8. A good public relations program encourages community people to identify with the schools. Also, a sense of pride in the school is engendered, and the principal's task is made a bit easier.

9. Compulsory attendance laws create rather than solve problems. When traditional public schools fail to meet the needs of individuals, alternative schools should be introduced. No single program can satisfy the needs of everybody but alternative strategies go a long way to satisfying parents and students.

10. Schools are not independent of the social milieu in which they are situated. Each institution impinges on the other. Since public schools belong to the public, the public ought to be actively involved in the school's program. To facilitate this a two-way communication--which is both vertical and horizontal--must exist between school and community. This way, objectives are mutually identified and evaluated. New ideas are made available to the school administrator.

11. To ensure learning in the elementary school, the teachers and the principal should be professional, especially in evaluation, which is a cooperative effort.

12. Accountability is prominent in today's educational field. Elementary school principals should realize that they are held accountable, in the final analysis, for the school's overall program. To be successful they need cooperation from the community people to whom the school belongs.

The remaining portion of this monograph is divided into five parts. Part I illustrates significant factors associated with the elementary principal's role. Part II focuses upon dimensions of leadership. Part III gives attention to concerns associated with public relations. Part IV is directed toward concepts of accountability and evaluation. Finally, Part V provides a summary in which the reader may compare his own points of view with those of the contributors.

Part I

## THE PRINCIPAL'S ROLE: A JOB WITH VARIOUS RESPONSIBILITIES

### INTRODUCTION

It would indeed be a most difficult task to list all of the important factors associated with elementary school principals' roles. When asked what comprised role responsibilities, one principal reported the following:

I organize and supervise the instructional program

- Organize the testing program
- Establish school rules and regulations
- Aid in planning the elementary basketball and track programs
- Register students
- Chair textbook committees
- Prepare schedules
- Arrange school trips and school parties
- Plan in-service training
- Attend and conduct professional meetings
- Plan curriculum
- Plan convocations

I administer pupil personnel and pupil progress

- Supplement the duty roster
- Assign and group students
- Participate in court hearings
- Counsel, guide, and encourage students
- Obtain parental permission for student testing
- Discipline students
- Supervise the school and safety patrol

I administer school community relations

- Make home visitations
- Conduct kindergarten orientation programs
- Encourage payment of bad checks
- Cooperate with the welfare and probation officers
- Serve as a member of the P.T.A. executive committee
- Participate in monthly P.T.A. meetings
- Meet with parents
- Meet with salesmen and community representatives
- Compose handbooks and letters to parents concerning school activities

I administer school funds

Purchase instructional supplies with the 241 account
Purchase library materials with the 231 account
Purchase supplies with the general fund

I administer the school building and equipment

Inspect the building and equipment
Supervise busing
Deliver supplies

I supervise certificated and non-certificated personnel

Direct custodians' and matrons' work
Prepare duty rosters and make teaching assignments
Interview teacher applicants
Visit classrooms and evaluate teachers
Administer the school office
Counsel with teachers
Obtain substitute teachers
Supervise student and cadet teachers

I perform miscellaneous duties as assigned by the Superintendent

I perform clerical duties

Prepare local, state, and federal reports
Complete requisition and purchase materials
Request maintenance
Prepare time reports
Complete insurance forms and teacher placement forms
Review free lunch applications

Even though the above list is rather comprehensive, it does not encompass all of the responsibilities that future principals envision as being important. In this section Livengood points to the need for elementary principals to establish a sound program of orientation for new teachers. From his point of view, principals typically may be spending too much time fighting brush fires and not enough effort in carefully planning and implementing the instructional program. Livengood maintains that a sound orientation program for new faculty might go a long way toward eliminating misunderstandings which result in problems for the principal. Pfleging suggests that the principal's management role is typically too comprehensive. She sees a need for the establishment of a new role which might give the principal assistance in his management responsibilities. Finally, Kozubal examines the emerging dimension of negotiation as it affects the principalship. He offers several alternatives, any one of which might become a dominant trend in the State of Indiana for principals' involvement in negotiation.

# THE ORIENTATION OF TEACHERS

by

Bill Livengood

Each attendance center has an annual turnover in teaching staff. Since the principal is the leader of the staff, he or she hopes that the first week will bring a minimal number of brush fires. Chances are that new teachers have many questions that could not be answered during the interview and tour of the building prior to being employed. Some of these unanswered questions can spark brush fires during the first several weeks of school.

In the next few pages, an orientation program for new or beginning teachers is suggested. This program points to questions commonly raised by teachers, and it attempts to provide some practical suggestions that might be used in the classroom.

The principal is the main coordinator of the program, even though he/she is bound to seek help from other staff members in the building or corporation. Hopefully, the principal realizes that the first week of school is a very important week of the school year for the new or first year teacher. During this week the teacher typically establishes the patterns and programs to be followed throughout the year. Therefore, any tips given on discipline, use of AV equipment and library facilities, and lesson planning may perhaps aid the first year teacher in adjusting to the established harmony of the attendance center.

## Purpose of the Program

An orientation program can serve three purposes. First, it will acquaint the teacher with the policies involving attendance and grading, as well as discipline. Secondly, it is an excellent way to save time for the administrator. It is much more efficient to answer questions for a group than for individuals. In this way everyone profits from the question, and a great deal of information can be absorbed in a short amount of time. Thirdly, the program will help new teachers get acquainted so they will not feel out of place on the first day.

## Setting Up the Program

Any new program should meet the approval of the central office administration. There are several points to remember when submitting any proposal for approval. The program should be carefully planned and submitted in writing. The proposal should include the purpose of the

program, and why such a program is needed. The objectives, or what is to be accomplished, need to be clearly spelled out. A reasonable estimate of cost, if any, should be included in the proposal and supported. This cost may include any resource speakers or refreshments.

The principal should be in attendance at the board meeting when the proposal is to be discussed. This way any questions the board has concerning the program can be answered or discussed on the spot. After receiving approval, the principal should keep in touch with central administration concerning the progress and success of the program. Members of the central administrative office may also be secured as speakers. It is the principal's job to sell the program, so he/she must believe in its value in order to gain necessary support from administrative colleagues.

Scheduling and contacting speakers is the next step in the principal's job of coordinating the program. The librarian, AV director, and reading specialist are three resource people that can provide a wealth of valuable information for the new teachers. The principal may ask them to develop a brief program in their area, leaving time for questions and demonstrations.

The date or dates for the program should be scheduled in advance. The program should be planned for about one week prior to the start of school to avoid conflict with summer school classes. Advance notice to the teachers will allow them to schedule the meeting ahead of time to help avoid conflicts. It might be best, if possible, to contact the teachers by phone. This way, the teachers can ask any questions they might have about the meeting.

If refreshments or lunch is to be served, the arrangements need to be made well in advance. Central administration is likely to prefer a program involving little expense, so a carry-in lunch might be a practical suggestion.

An agenda should be carefully planned with the cooperation of the speakers. A schedule should be developed, and followed as closely as possible. The agenda should be sent to each teacher prior to the meeting so that the teachers can compose questions for the sessions.

A Proposed Program in Action

The orientation agenda suggests a program that might be implemented. It must be remembered that no two schools offer identical programs, and therefore, some of the areas included here might be omitted or modified. There is no one correct procedure to follow in planning an orientation program, so changes are expected to be made from year to year. Time allotments may vary according to the size of the group and the number of speakers. The program described here covers two days, and involves four resource people and the principal. The goal is involvement. It is

desirable that the sessions be conducted with teachers assuming responsibility for a part of the program. This will keep the orientation program interesting for teachers and may aid the group in gaining ideas from the interaction.

---

ORIENTATION AGENDA

Tuesday, August 19

A Get Acquainted Coffee and Doughnuts in the teachers' lounge . . . . . 9:00

Superintendent's Address on the philosophy and goals of the school corporation
and
Formal Introduction of the Staff Members . . . . . 9:30

Audio-Visual Session featuring checkout and ordering procedures and practice with the equipment . . . . . .10:30

LUNCH . . . . . .11:30

AV Session continues with a talk on care and use of bulletin boards and chalkboards. More practice with AV materials . . . . . .12:30

Grading Policy, Grade Book, and Attendance Forms . . . . . 1:30

School Discipline Policy and Procedures . . . . . 2:30

Adjournment

Wednesday, August 20

Simulated Discipline Problems and Tips on Discipline; Coffee and Doughnuts . . . . . 9:00

Reading Specialist and Materials . . . . . .10:30

LUNCH . . . . . .11:30

Library Materials and Procedures . . . . . 1:30

Lesson Planning . . . . . 2:30

Adjournment and a wish of GOOD LUCK

## A Closing Note

The success of the program will be difficult to measure at first. Later in the year, the principal can analyze the teachers' progress and ask each to reflect on how worthwhile the program was to them. The teachers may make suggestions or criticisms of the program so that changes can be made in the following year's program.

If a school is very small, and the turnover is not enough to have a program at that attendance center, the corporation could conduct a program for all of its new teachers.

Through this type of orientation program, the principal and staff are brought closer together. The teachers are able to see that the administrator is interested in their problems and their success. The teachers become aware of the principal's understanding.

## References

Bell, Warren William. "Practical Suggestions for the Novice Teacher Concerning Discipline," NASSP Bulletin, 55 (October, 1971), 50-54.

Mangione, Anthony Roy. "Advice for Beginning Teachers," The Clearing House, 44 (September, 1969), 41-42.

# THE MANAGEMENT ROLE

by

Susan Pfleging

Mrs. Self-Contained: "Mr. Principal, I'd like to talk with you about our science curriculum. I don't think it's getting the job done."

Mr. Principal: "Mrs. Self-Contained, I'd like to hear why you don't think our science curriculum is doing the job. Other teachers feel as you do. But I have to go over to the lunchroom budget with Mrs. Cafeteria. She leaves at 2:00 p.m. today and she wants this done before she goes. Please check with me tomorrow about a day and time we can meet and discuss our science curriculum."

Jane, fifth grade pupil: "Mr. Principal, I can't understand my math assignments. The rest of the kids in the room can't either. Mrs. Teacher doesn't show us how to do the problems. She says we should know how to do this work since we had it in fourth grade. We never had this kind of math in the fourth grade! Can you help us?"

Mr. Principal: "I'd like to talk with you, Jane, but I have to finish these book orders right away. Come back later, please."

Miss Retirement: "Mr. Principal, it is 1:30 and I'm here to talk with you about the meeting our group held last week to develop guidelines for our school's implementation of the pilot reading program we will be starting next fall."

Mr. Principal: "I'm sorry, Miss Retirement. I did schedule a 1:30 meeting with you today but I have to finish these central office forms sent to me yesterday. They have to be turned in today. I'll talk with you tomorrow and arrange another meeting."

The above imaginary conversations could be true ones taking place in elementary schools across the nation. Mrs. Self-Contained had an urgent and relevant problem that needed attention. But the principal had to work on the cafeteria budget. Jane was troubled about her schoolwork and had come to the principal to talk about it. But he had to send her away because he had to complete a book order. Miss Retirement was scheduled to talk with Mr. Principal about a curriculum concern but she had to be rescheduled so that the principal could finish a central office form.

LATER! LATER! LATER! SORRY! SORRY! SORRY! If only Mrs. Self-Contained, Miss Retirement, and yes, even Jane could have had some of Mr. Principal's time!

The Principal, Mrs. Self-Contained, and concerned staff members could delve deeper into the existing science curriculum and start working from there. Miss Retirement's time with Mr. Principal could lead to definite steps being taken regarding the school's pilot reading program in the fall. The staff would be "ready" by fall because they had had the time to develop a working plan. Even though Jane's math assignment concern seems small, it has underlying instructional program significance--teacher interpretation of math skill development, math skill placement, etc.

Various bookkeeping duties keep today's elementary principal too busy. There are so many secretarial tasks done by him or her that can be done by other qualified personnel such as vice-principals and/or school secretaries. An elementary principal may be responsible for forms pertaining to corporal punishment, budget, enrollment, attendance, grades, promotions, retentions, equipment inventories, emergency procedures, state and federal reports, etc., etc. Many of these forms are in duplicate, some in triplicate. They are to be accurate, neat, and turned in on time. Many elementary principals have burned the midnight oil completing these forms. Others close the door to their offices and don't open it until that particular bus route map or attendance report is completed and sent to its final destination.

One realizes and understands that an elementary principal is many things to the people in his or her school--friend, enemy, co-worker, parent figure, nurse, treasurer, guidance counselor, leader, whipping post, innovator and boss. Does the elementary principal have too many roles to play? Yes! Have so many different duties and responsibilities been delegated to him/her that he/she cannot give ample time to any, and especially to one of the most important--that of being the instructional leader of the attendance center? Yes!

The elementary school principal has the responsibility for supervising and improving instruction in the physical plant. He/she wants to help all students develop their talents and capabilities to the fullest extent possible so that they may become functioning and contributing members of society. To do this, the elementary principal needs time to work with the staff to evaluate the current instructional program in use in the building. He/she and the staff need time to arrive at decisions regarding revisions of current instructional programs and/or implementation of new instructional programs (done through proper channels and procedures). They need time to develop an on-going evaluation of their instructional program. An elementary principal can't be an effective instructional leader if he/she also has to be a manager to such an extent that the only thing missing is a theatre marquee reading "Now Playing - Mr./Ms. Elementary Principal, Manager"!

The vice-principal is emerging on today's elementary education administration scene as one who performs many of the managerial duties previously performed by the principal. Delegating managerial responsibilities to a second in command gives time to the principal to become an effective instructional and curriculum leader of the attendance center. He/she has time to work more closely with the staff in this area. He/she won't have to say, "I don't have time now," "Come back later," or "We'll have to postpone our meeting until another day and time."

With the development of vice-principals and their roles as managers or assistant managers in many of today's elementary schools, along with school secretaries performing clerical duties, the elementary school principal may be able to emerge from under the giant management shadow and fulfill his/her important role as an instructional leader of his/her attendance center.

# THE COLLECTIVE NEGOTIATIONS ROLE

by

Mike Kozubal

Collective bargaining is a process newly applied in public education. Its involvement in the educational process has presented new challenges to the elementary school principal. The collective bargaining process has created a need for the principal to become involved in the process itself. What is, and what should be, the role of the principal in the collective bargaining process is the subject of much debate. It is the purpose of this paper to examine and determine the role of the elementary school principal in collective bargaining.

Five alternatives are available to the elementary school principal to best represent his/her interests in the bargaining process. The first of these is for the principal to remain neutral and avoid conflict. By selecting a side during negotiations, the principal will antagonize the opposition. School boards and superintendents feel that for the principal to be part of the teachers' bargaining unit is a conflict of interests. They believe that the principal is management and is responsible for the operation of the school. Teachers' groups, on the other hand, take the position that although the principal is management, he/she is not the school employer and should not be involved in negotiations as part of the management team.

A second alternative for the principal is to be represented by the teachers' bargaining unit. The logic for this idea can be seen in a New York Public Employment Relations Board ruling in 1968 which, over the objections of the Depew Board of Education, affirmed that:

> Accordingly, the broad community of interest shared by teachers and principals in such matters as their basic mission, the substantial similar method of salary determination, and common fringe benefits mandates the creation of a single negotiating unit.[1]

Representation on the school board's bargaining team is a third alternative for the principal. In Salt Lake City, one elementary and one secondary principal are part of the management team. In 1968, the principals serving on the team felt that their position in their respective schools was not jeopardized by serving in that capacity. A year later, however, when money was tighter, teachers suggested that administrative positions be cut. This lead to alarm by the principals, and resulted in the principals' indecision as to whether they should continue to serve on the board's team.[2]

The fourth way the principal can be represented in negotiations is by being a consultant to the board. In this way, the principal would not serve on the confrontation team, but would be aware of the demands made by the teachers' unit and able to make suggestions to protect his/her interests. This is the attitude that has been taken by the Dearborn, Michigan, Board of Education and administrators association.[3] This attitude is further supported by Superintendent Bernard Donovan of the New York City Schools, who states, "I sit at the bargaining table with my deputy superintendents. In another room I have the principals and others who advise me as to how far I can go and what it will do to their schools."[4]

The final position the principal may take in representing his/her interests is to bargain independently with the school board.[5] The first official statement made by the NASSP concerning the principal's role in negotiations suggested that the principal could be represented on the management team in small districts, but might find it necessary to organize strong negotiating units in large districts.[6] Organizations of this type have found their seed in Chicago, Gary, Tinley Park, Illinois, and other metropolitan cities.

The author of this article considers that the best way to represent the role of the elementary school principal in the negotiating process is as consultant to the board. In this way the principal may protect his interest without being part of the confrontation team, and without a conflict of interests. However, before this method can be effective, it must be included in collective bargaining legislation.

Added support for this opinion is given in the rejection of the other four alternative stated previously. For the principal's interest to be best served by remaining neutral is paradoxical. It may prevent confrontation between the principal and other negotiating groups, but this posture is seen as a major factor leading to conflict and alienation. By remaining neutral, and not providing any input into the process, the principal will be removed from the decision making process involving school operations. He/she will find that he/she will be stripped of the leadership role in instruction and forced to implement an often unrealistic contract: one which may interfere with the efficient operation of his/her school.

For the principal to be represented as part of a negotiating team, either teacher or management, can only create conflict. School boards, as well as militant teachers' groups and principals themselves, see the principal as management, and any representation of the principal by teachers' groups is a conflict of interests. Teachers' groups, on the other hand, state that although the principal is management, he/she is not the school employer and should not be involved in the negotiations process. Taking sides as part of a bargaining unit will jeopardize the principal's position as leader in his/her building.

The final alternative, that of forming a strong organization which would negotiate independently, is rejected as a solution to the problem for the following reasons: (1) principals' groups do not have the membership and power necessary to prove effective in obtaining their demands; (2) state laws, generally, do not provide for negotiations between principals' groups and school boards; and (3) membership in such organizations may alienate the principals and the administrative hierarchy.

## Notes

[1]Terrence E. Hatch, "The Principal's Role in Collective Negotiations," The Bulletin of the NASSP, 55 (December, 1971), 1-7.

[2]Ibid., p. 32.

[3]Ibid., p. 33.

[4]Ibid.

[5]Ibid., p. 34.

[6]Ibid.

Part II

## LEADERSHIP: A DIMENSION OF THE ELEMENTARY SCHOOL PRINCIPALSHIP

### INTRODUCTION

Ronald C. Doll in his book entitled Leadership To Improve Schools writes:

> A potential new school leader might begin his progress toward successful leadership by analyzing some of his own viewpoints, predisposition, and abilities.[1]

The focus of this section is to present typical viewpoints and predispositions of future elementary school administrators. In the first article Cerra discusses three administrative styles which principals might follow in serving as change agents in their school organization. In the second article Dermody expresses a concern for the principal functioning as a humane being in his or her association with others. Finally, in the third article presented in this section, Erhardt reviews factors associated with leadership characteristics within the environment of reorganization of schools.

As was the case in Part I of this monograph, the intent of these articles was not to be all-inclusive but rather to illustrate specific viewpoints relative to particular areas of concern which implicitly called for leadership expertise in elementary school administration. The reader is cautioned that the construct of leadership in educational administration is kaleidoscopic in nature. It is often conditioned by what people think of the leader and his or her work. Individuals differ extensively in their perception of the same leader. For example, one teacher may perceive the principal favorably while another perceives the same principal unfavorably. Why do such differences exist? One answer lies in the differences in the experiences which the two individuals have had in the past.

> Just as no one has seen the wind, no one has seen the abstraction of leadership, but many persons are sure they have seen admirable leaders. For instance, there is the case of an admirable leader who served many years as a high school principal in a suburban community. He was a self-possessed individual who seemed to inspire confidence in other people, and who surrounded himself with capable assistants. He succeeded in freeing himself from burdensome details so that he was almost always available to think and talk about important eduational matters. Continually contemplating the future of the school he headed and the destinies of pupils in that school, he seemed to have master plans to meet a variety of situations.[2]

## Notes

[1]Ronald C. Doll, Leadership To Improve Schools (Worthington, Ohio: Charles A. Jones Publishing Company, 1972), 12.

[2]Ibid., p. 12.

# LEADERSHIP FOR CHANGE

by

Mary Bourne Cerra

In the 1970's, our society has faced and is continuing to face a number of social and moral upheavals which demand that we reevaluate what we are doing in our public school education system. The roles of parents, teachers, educators, experimenters and principals are, and should be, changing. This writing deals with how the principal may face changes, and how the individual's role should be defined as he or she initiates innovations to meet the changing needs of his or her community.

Our educational methods seem to swing back and forth from the traditional self-contained classroom to a variation of open concept, multi-age grouping, departmentalization, and individualized programs. These programs are promoted by dissatisfaction, by desires for experimentation, by financial need, by a desire to do something better. The only concrete piece of information we seem to have derived from much of this is--If a teacher is philosophically consistent with the program in which he or she is teaching, the chance of success does improve. And when there is a positive continuity in a program, the student learning seems to improve. The question becomes: What does the principal have to do with this? Does he or she sit back, passively, and let each teacher plan his or her program based on his or her philosophy? Does the principal actively go in and define goals, set up rigid guidelines, choose the method and instructional materials, and as the instructional leader, instruct and lead? Or does the principal try to discover what each teacher's needs are and tie these into some common goals and objectives for the attendance center through facilitation? Let us examine these three roles.

In initiating change, the passive role is initially the easiest for the principal. In essence his/her approach is "Your classroom is your responsibility, you are required to have your students cover the following material, you have this much money--you may accomplish your goals the way that is best for you as long as you stay within these guidelines." This would appear to be advantageous on the surface. However, the continuity for the educational curriculum loses. How does a student cope with totally different classrooms from one year to the next? How can a teacher fully develop his or her own program with the limitation of finances? How can a school board justify so many different types of expenses or hope to evaluate the actual success of its own particular school system? Thus, the passively inclined principal may have reasonably satisfied teachers, but the individuality of each may actually cause a breakdown in the educational goals and the curriculum of the system.

The active or aggressive instructional leader (principal) knows how children should be educated, knows the best curriculum, knows what results are wanted from teachers and students. Expectations are clear, the curriculum is well-defined, and communication is open to parents, community and the school board. He/she is viewed as being authoritative, strong, and running a "tight ship." The limitation in this approach is that this method may not be the best one for his or her teachers personally. In most communities, a local school exists with a strictly defined curriculum, methods, philosophy, and also a rapid turnover of teachers. Allowing for some individual needs would likely increase teacher involvement, but it would also undermine the framework which the aggressive and more authoritarian principal has established.

The third role, the facilitative role, is the one the present writer supports in terms of initiating change and program development. The facilitative role makes an effort to define teacher needs, establishes a realistic philosophy for the school, and then tries to pull the two together. It allows the principal to ask, What are your needs, how can you best meet the needs of the children, and how does this tie into our philosophy of education for the particular attendance center? It is the most humane and intellectual approach to change and innovation. The facilitative role allows the principal to listen, to aid teachers in getting together to plan a program, and it provides a positive atmosphere for teachers to grow and learn. It is a more democratic role in working with the process of change and the problems of people. It can also open up communication among all interested publics--teachers, parents, principals, school boards, students and community. It permits the principal to encourage active thinking and evaluation. In conclusion, the writer supports the facilitative role, because it is potentially the most adult, most intelligent and most sensitive approach for a principal.

# HUMANE LEADERSHIP

by

Peter Dermody

Some years ago country friends of mine in Australia took their three-year-old son with them on a hectic Christmas shopping trip to a busy city. After being pulled through the dense crowd of shoppers for many hours the boy stopped suddenly and, with a flail of fists at those around him, yelled, "Bums, bums! All I can see is bloody bums."

Putting ourselves in that youngster's position we can easily visualize his perspective of the shopping crowds. Maybe principals should look through the eyes of the child more often. What is the child's view of things in your school? What does he think of you, the principal? How does he rate the curriculum? Does he see his teacher as friend or foe?

When you have walked the path of the child for a few minutes trade your pint-sized sandals for the platform shoes of one of your faculty. Does the road take on a new perspective as you adopt a new role? Do you view curriculum, class allocation, discipline, and staff meetings differently? Have you a different reaction to teacher negotiations, class size and electives?

Continue changing roles until you have critically viewed yourself, and your school, through the eyes of a parent, a senior administrator and an impartial community member. How do you rate?

If your ego has slumped a little after this exercise, it is time to reevaluate your role as principal and to cast a critical eye at the functioning of your school.

Could it be that in this modern age you and your school have become so engrossed in data and systems approaches, in instructional technology and budgets, in behavioral objectives and negotiations, that individuals are no longer treated as persons? No doubt reference to the consideration of children as "individuals," appears in your school's philosophy; but is it also correct that in the formalization of your program impersonality results? I do not question the logic or suitability of highly individualized programs but I do feel concerned about such outcomes. As principal, you may have taken steps ensuring that human interaction and concern have not been lost in the mechanics of your program. If you feel satisfied that the interpersonal relationships about which your school revolves are conducted humanely, you need read no further. Your school is in good shape.

You, with the element of doubt in your mind, please join me in a discussion of ways we might improve this important aspect of our schools.

Firstly, I refer to our relationship with our students--they are the clients of our business and customer satisfaction is an axiom of good business relations. "The child's readiness and ability to be and to do, to see and think and try, are all influenced by how adults react to him."[1] Too many students associate the principal and his or her office with punishment. To correct this negative perception in the eyes of the children we must develop positive and pleasing interaction with them. The principal of a school I visited in Florida programmed himself out of his office and into the learning areas for a fixed period daily. He used this time simply developing rapport with the children. He complimented, joked, questioned and answered his way through the school, initiating and cementing friendships with the pupils. (The visits also provided useful material for teacher evaluation.) By scheduling himself as such for a fixed time, he overcame the situation where pressing administrative matters formerly took precedence over good resolutions. We could do well to emulate his example.

Second, we should consider our relationship with our staff. Consolidation of schools in recent years has generally resulted in present schools being larger than their earlier counterparts. Not unnaturally, principals find themselves administering numerically greater personnel. If your school is an example of this, you will surely appreciate the difficulty in establishing a personal relationship with each of your staff members (I include non-faculty members of staff in this category, as they too, contribute greatly to the morale of your school). In a year of high staff turnover, it is not to be unexpected for a principal of a large school to be unsure of even the names of his or her colleagues by mid year, much less to have developed close and friendly relationships with each one. What can we do to help alleviate this problem? For a starter, draw up a systematic plan to successfully acquaint yourself with at least one new staff member daily. Read his personal file and then arrange to meet him informally. Concentrate on remembering his face, name and two pertinent personal characteristics, e.g., origin, hobbies, class, etc. This information will prove invaluable in establishing good relations, particularly at later casual meetings when you can say, "Hi Bill! Have you lowered that fifteen handicap yet?"

To improve our status amongst the staff (and thereby our effectiveness as leaders) we must show genuine humaneness in our dealing with them and with others. Compassion, sympathy and consideration are virtues not exclusively designed for social workers.

A third suggestion for improving relationships with the staff is to encourage out-of-school social interaction. As the aura of principalship dissipates rapidly away from the school building, use this factor to establish more genuine relationships with your staff.

The third classification of human resources in the education structure is composed of the parents. The successful inclusion of them into your educational program depends considerably on their own concept of their individual roles. You, as principal, must provide positive reinforcement of their own values by, above all, being communicative and receptive. Parents have been involved in peripheral activities within the schools for years. If their role is to change from being supportive to active, then their dependence on you becomes greater. Bulletins or newsletters help, but are a poor substitute for personal explanation and discussion. Though you, as principal, have not got the time for individual conferences with all the parents, you can, by wise delegation, ensure that your school effectively handles parental conferences. By demonstrating that you welcome parent participation and that you care for their problems you will be assured of their support in the education process.

Does your school philosophy make any reference to senior administrators? Probably not, yet the success of your program is greatly dependent upon their support. If you do not relate well with your superiors (and consequently are jeopardizing your school) is it entirely their fault? By walking in the shoes of one of them earlier you may have gained insight into the other side of the relationship. Is it possible that your senior administrator sees you as being concerned only with the educational problems and programs related to your school? As principals, our insularity in this regard is probably normal, but the administrator, with responsibilities to many other schools, must be unprejudiced in his or her actions.

Occasionally the action (or inaction) of a senior administrator is detrimental to our program. We are usually quick to attribute related failures to that source. Unfortunately, this type of reaction can become a crutch to support weaknesses inherent in our own school administration. If we are to develop better relationships with those senior to us we must be prepared to admit our shortcomings; as Truman said, "The buck stops here."

In our bid to develop more humane relationships with all those involved in the education of our children, we must finally consider the general community. Dewey once defined society as being "a number of people held together because they are working along common lines, in a common spirit and with reference to common aims."[2] If we accept the role society (or community) has to play in education, it is obvious that the school and society must become as one in the common cause. The child needs the resources of each as ingredients in his educational recipe, and they need to blend together smoothly if the finished product is to be a success. As principals, we are in the position to greatly influence this successful blend.

Firstly, when planning curriculum, we can invite community input in the determination of educational goals. In reality the response may

prove to be minimal but the seeds of cooperation and receptiveness will have been sown.

Secondly, because of our respective positions, we are custodians of resources that we can make available to the community. By wisely inviting them to share these resources with us, socially and educationally, we are establishing a common sense of purpose conducive to good community relationships.

Finally, as individuals, we can have a marked influence on the community's reaction to our schools. To do this we must identify with the community in support of its projects and ideals. By so doing we strengthen the image of the principal as a person rather than the principal as an authority.

Much has been written about the responsibilities of the principal and ways to improve the role. I consider all suggestions are secondary to our need to relate well to those with whom we work.

In short, it is easy for us to qualify as being human but can we qualify as being humane?

Notes

[1]Alan C. Webster, "Education With a Human Face" (New Zealand: Sweet and Maxwell, 1971), p. 148.

[2]John Dewey, School and Society (Chicago: University of Chicago Press, 1921), p. 11.

# LEADERSHIP IN REORGANIZATION

by

Phil Ehrhardt

The educative process in America is dynamic. Since schools don't exist in a vacuum, there is usually a transactional relationship between them and the communities in which they are situated. Basically, citizens are proud of their schools and they demand that they (the schools) be good or better as the case may be. There seems to be a consensus that only change can make schools successfully perform their variegated functions. Reorganization of school corporations is one of the changes in vogue today. But what is reorganization?

Reorganization may be defined as rearranging or reorganizing in a new way. The present writer is willing to accept this definition. It is important to remember that reorganization can take place at three levels either separately or collectively. It could be at the building level, the district level or the corporation level. This final level will be the prime target for this article.

Now it must be borne in mind that citizens at all levels have deep interests--for various reasons--in their schools. Communities have their values and expectations which they want their schools to perpetuate and fulfill respectively. Some of them have an idea about the amount of influence they wield in the affairs of the schools. Little wonder then that Reorganization conjures up fears, doubts, jealousies and even misunderstandings. In fact it is not unreasonable to surmise that taxes and taxation will receive a lot of negative attention.

What does such an atmosphere mean to the elementary principal who functions therein? In the remainder of this paper this question will be considered. Some suggestions, and not panaceas, will in the process be put forward.

When school corporation reorganization is about to take place, the administrator will need to be prepared for the resistance given by a portion of the community. He or she must remember that some citizens feel local control of the school will be non-existent and once again they will have no voice in decisions involving the educational program. Some will think that their children will be taken out of their environment and placed into an entirely new and different one.

Others will believe school taxes will skyrocket. The transportation of students will be much more complex, which is a valid point since more buses will have to be needed. The conservative members of the community

will voice the fear that their community will be crippled or even destroyed. These fears are understandable to a varying degree depending upon the reason or reasons advanced. Yet, the principal's role is to reveal to the public how the reorganization program will be beneficial for all--taxes may increase, but he/she can point out how most of the tax money can be more efficiently spent for quality education. In other words, the community will get their "money's worth" if the principal can get the public to believe in the program.

The principal must do a thorough and convincing job at selling the reorganization program to the public since it will only succeed if the public favors the advantages. His/her actions and viewpoints must reveal the great amount of confidence he/she has in the program. Information can be transmitted to the community by structured and well-planned meetings, such as the Parent-Teacher Organization; or through the media (local radio, newspaper, and television).

In addition, professional assistance such as surveys taken by a college or private corporation, may aid the administration in determining if the future trends of the school district will be a factor when considering school reorganization. Society has increased its mobility and communities change at an even faster pace. So an effective school corporation can become obsolete and have a weak structure in a surprisingly short time. Consequently, that reorganization may be able to cope with this high mobility rate could be another reason which the principal can advance for reorganization.

The duties and functions of a principal in a reorganized school corporation are bound to be more complex as a result of the increased size in most instances. With an increased enrollment, individual interests and needs among students and staff will increase. Constant evaluation of the new program of organization is essential. Educational opportunities of the school should meet the needs, interests, and abilities of <u>all</u> students and encourage both the slow and fast learner to do their best. While developing and improving the curriculum, it is necessary for the principal to evaluate it in terms of whether the slow and the fast learner are included in the goals of the curriculum. Careful planning and organizing are invaluable in order to determine the worthiness of the curriculum. The administrator must be certain the curriculum alone is responsible for the deficiency in meeting individual needs and not a combination of the staff or an ill-equipped building.

The principal should ask whether he/she holds the respect of pupils, teachers, and the citizens in the community by having a conducive environment for educational innovations. These people like to think that their school is "keeping up with the rest of the world" and consequently expect the quality of education to be high. If this innovative environment is absent due to various physical limitations, the principal may then attempt to ascertain if the environment might improve with a larger and more complete school. A survey instrument could be appropriate to send out to the constituents and the staff so as to determine the improvements that need to be made.

Effective utilization of equipment, personnel and financial resources of the school corporation is also essential. The building must be equipped with relevant and modern materials so effective work can be carried out by teachers and pupils. Since cost of maintaining and purchasing new equipment is astounding, an inventory should be made to be reviewed by the principal to determine if the present equipment and materials are adequate.

There are no doubt many other problems to be solved by the principal, administration, staff, students, and parents concerning school reorganization plans. But one point is clear: the administrator, especially the principal, must honestly present the whole picture of the particular school reorganization in order to sell it to the community. Otherwise the plan will be rejected. Bigness does not guarantee a good school. A school district, regardless of size, needs "big" administration, "big" school boards, and citizen committees that are active and interested in the welfare of the school. The principal must not lose sight of the school's main purpose--improving the instructional program for all students in the community. Reorganization of school corporations is complex and is a challenge to a principal. If the task is done well, the results could be extremely rewarding.

Part III

## PUBLIC RELATIONS: A DIMENSION OF THE ELEMENTARY SCHOOL PRINCIPALSHIP

### INTRODUCTION

According to a survey conducted by Gallup International in 1971, finance is the number one educational problem with which the American public is concerned. The problem of integration and segregation was found to be next in importance as reflected by the number of times mentioned in the study. Other major problems identified were: (1) discipline, (2) lack of facilities, (3) pupils' involvement with drugs and (4) unsatisfactory teachers.[1] It may well be that the public has grown tired of educators chasing "butterflies" none of which is really the most beautiful of all that can be found in the garden of education. During the 1960's educators pursued the "butterfly" of relevancy with the flourish of an army fighting an invisible enemy. The relevancy "butterfly" proved to be far too illusive to be caught in anything other than educators' mind's eye. Not to be undaunted by failing to pin this trophy, educators sought the "butterfly" of accountability. This specimen, however, was soon recognized to have habits of "flitting" and "flying" back and forth between and among the no-account variety. Educators really couldn't tell the difference between the two. Some felt that the answer might be to give up on catching the accountability "butterfly" and seek the competency "butterfly" instead. They argued long and hard that if only the competency "butterfly" was caught it could be domesticated and perhaps a hybrid accountable type could be produced. Before such plans could be carefully implemented, economic conditions changed and the beauty of the competency "butterfly" seemed to change too. The efficiency "butterfly" was decreed to be far more beautiful. So on to the efficiency "butterfly" educators charged with valor. But the efficiency "butterfly" was found to exist in the domain of "inputs" and "outputs." The inputs were of course limited and the outputs were soon recognized to have characteristics which were not clearly identified. What skills, ideas, values, etc., really needed to be taught? And why? And how can it be known that such skills, ideas, and values have been taught if and when they are identified? Obviously, the efficiency "butterfly" is not likely to be caught and if it were we would soon tire of its colors. What will the next "butterfly" be? The humane type? The basic skills type? Maybe efforts will be made to mate the two together.

In the meantime, the public is watching. Harris reported the following at the 58th Annual Meeting of the American Educational Research Association held in New Orleans in 1973.

> Historically, Americans have had concern over the relation of the school to its Community. This concern manifests itself at the state level by citizen effort to influence legislation, at the local board level by voting and lobbying and at the local school level by participation and confrontation.[2]

It should be recognized that schools have become the repository of many unresolved social issues. Elementary schools are placed in an untenable position. Because of the age of elementary pupils, it is the principals of these schools who are the recipients of each concentrated community concern.

Impressive jargon does little to eliminate concerns of parents and patrons of elementary schools. One educator has been quoted as stating, "Schools need to postulate exemplary and innovative models and configurations that articulate modes and methodologies that will serve pragmatic purposes in a seminal, pivotal and extrinsically relevant fashion." What is needed is a constant honest effort to promote communication among all interested parties. The elementary school principal cannot expect improvement of educational conditions if he or she "sells" ideas which are not entirely true. For instance, the principal who for years tells the public that their school is the best in the world should not be surprised when the public fails to support the idea that there is a need to improve the physical facilities.

> Educational Public Relations is a planned and systematic two-way process of communication between an educational organization and its external and internal publics. Its program seeks to stimulate a better understanding of the roles, objectives, accomplishments and needs of the organization. Educational Public Relations is a management function which interprets public attitudes, identifies the policies and procedures of an individual organization with the public interest and executes a program of action to encourage public involvement and earn public understanding and acceptance.[3]

In this section Greaves first briefly presents a number of questions pertinent to the promotion of sound public relations program in elementary school. This is followed by an article by Kent in which she responds to the questions presented by Greaves. Finally, the third article in this section, by Lamb, offers several suggestions relative to alternatives which might be followed within the framework of sound public relations in elementary schools.

Notes

[1]George Gallup, "The Third Annual Survey of the Public's Attitude Toward the Public Schools," Phi Delta Kappan, 53 (September 1971), 33-48.

[2]William H. Harris, Elementary School Administrators' Role Perceptions Relative To Their Assessment of Community Power, Paper presented to the American Educational Research Association Annual Meeting, New Orleans, Louisiana, February 25-March 1, 1973 (microfilm).

[3]Standards for Educational Public Relations Program Adopted March 23, 1968 by the Executive Committee of National School Public Relations Association (microfilm).

# THE WHY OF PUBLIC RELATIONS

by

Ken Greaves

A sincere interest in public relations prompted the author to undertake this writing. It is important to distinguish between an administrator who is an "apple polisher" and one who tries to keep the public informed. This paper maintains that school administrators work for, and with, the public to whom the schools belong.

The American Association of School Administrators suggests that the main purpose of positive public relations is to promote harmony and understanding between the group and the public it serves and upon whose good will it depends. The association also brings out eight purposes of school public relations programs. These are as follows:

1. To inform the public about the schools.
2. To establish confidence in the schools.
3. To rally support for the educational program.
4. To develop an awareness of the importance of education in a democracy.
5. To unite parents and teachers in meeting the educational needs of students.
6. To integrate the home, school, and community in improving educational opportunity for all children.
7. To evaluate the offerings of the schools and the needs of the children.
8. To correct misunderstandings about the aims and objectives of the school.

Of course, it is not suggested that all eight criteria are satisfied by each school. It is just as important to realize that each school may rely more on one or two of these purposes for promoting a public relations program. Why should a system try to promote all areas of public relations? How is a public relations system formally begun? Whom does one speak to and what does one say? When should one communicate? These questions are highly important and must be answered by each individual concerned with public relations in elementary schools.

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# THE HOW OF PUBLIC RELATIONS

by

Adelyne Kent

A school system has public relations whether it tries to or not. Unavoidably, the public holds certain convictions about the schools, believes certain things to be true, and, when the word "school" is mentioned, conjures up a particular mental picture. These convictions, opinions, and mental images are the product of public relations, planned or otherwise.

School public relations acquires direction and meaning mostly from the nature of the schools themselves, and from the fact that American schools operate in a democratic society. Actually, American public schools serve as the basic unit of grass-roots democracy. More directly than almost any other public agency, the nation's schools belong to, and are operated by, the people of each community. There must be genuine cooperation in planning and working for "good" schools, with the public giving as well as receiving ideas.

In recent years the public is making demands growing out of dissatisfaction with and criticism of the effectiveness of educators and educational programs. Some of the demands being made on public school education and educators are for accountability, assessment, curriculum revision, fair treatment of minority groups, tougher personnel evaluations, repeal of teacher tenure laws, decentralization, and community control. If schools are to combat demands placed upon them, relationships between educators and citizens are all important. To successfully plan public relations, the school must be honest in its intentions in all of its endeavors; be continuous in its public relations effort; have a positive approach in all of its activities; be comprehensive in the sense that no phase of the school program is ignored and no segment of the staff is excluded; and be very sensitive to the public's attitudes, opinions, drives, and desires.

If schools are to create a good public image, that image must rest upon a foundation of sound classroom accomplishments. The attitude of children toward their school and their teachers, the intrinsic value of what is done at school, the extent to which the school understands and meets the special need of every child, the contacts of teachers with parents through conferences and reports are all foundations of public relations. Pupils are among the most effective of all the school's public relations agents. After all, today's pupils are tomorrow's public. Some of the pupils now in school eventually will be school board members, parent-teacher leaders, and influential persons in other community groups.

Educators must learn to use the communications media better. Too few of the available opportunities are used to publicize the valuable aspects of our educational programs. Experiences of business and industry help illustrate how to develop a public relations program carefully tailored to the school system's clientele, or public.

Without public relations our schools will be less understood, more apt to come under severe criticisms, and if enough criticism prevails undercurrents of adverse opposition will arise throughout the community and create turmoil. A community may proclaim to have the most expensive school system within its area, the highest trained personnel available; yet, if that school does not continuously promote "our" school for its strong points, let the world know about the accomplishments of "our" children, publicize "our" goals and needs--then this school may come under insistent criticism and be seen as an adversary to many in the community.

Public relations is one of the most important aspects of the school. Education in every community involves more people than any other enterprise in town. In fact, something like a fourth of the community's population is directly involved in education. American public schools represent the best educational system the world has yet devised, yet it is not contradictory to say that it can still be improved. One of the best avenues toward improvement is to develop good public relations which involves the community.

# ALTERNATIVES FOR PUBLIC RELATIONS

by

Gloria Lamb

Compulsory school laws, although being fought by some educators and lay groups, are here to stay, at least for the foreseeable future. From a cursory review of related literature on the subject, it appeared that some form or forms of alternative education might supply the most palatable answer for those groups concerned with either discarding formal compulsory education or revamping the entire educational process.

Even though most of those most concerned agree that compulsory education in the elementary school years is desirable for a basic background in reading, writing and arithmetic, beyond this point a divergence of opinion occurs. Those proponents of lowering the compulsory school age or, by legislative act, doing away with compulsory schooling altogether, question whether the tripling in the last fifty years of the number of days required to remain in the formal school setting is required as a part of the emergent technological society or is the result of needed restrictions on the size of the employment force. Questions are raised concerning the value and benefit of retaining unwilling, often aggressive students in an educational setting which has little or no meaning for them. Another factor that speaks for those who would do away with compulsory education laws is the cost and time elements required to force unwilling students to attend school. Enforcement of compulsory schooling is, at best, inefficient and costly and acts of legislation do not deal with the fundamental issue of making schools attractive enough and important enough for youngsters to choose to remain within the educational setting.

> A student forced to attend school against his will becomes an unwilling student, and an unwilling student is not a student, he is a captive in a societal prison: he is forced to do the very thing he rejects, attend school.[1]

However much in sympathy one may be with the above statement, freeing children from compulsory education when they have no resources of their own and when society offers them no real role or support undermines the rights of the student as granted to him by the Constitution. Furthermore, it shows some immaturity on the part of the would-be reformers to assume that students who choose to drop out at an early age will automatically make a successful transition from adolescence to meaningful adulthood.

Following the 1970 census, it was noted in a report published by the Michigan State Department that approximately 80,000 school age

children did not attend school; that 20,000 students drop out between fall and spring each year; and that the total number of school age children not enrolled at any given time is between 48,000 and 100,000.

The problem of repressive schooling helps to make these figures as appalling as they are. However, the answer to repressive schooling will not be found apart from reform in our bureaucracy, economics and class and racial discrimination. As educators and administrators, efforts can be begun to make education adjustable for those young people who do not find our present system relevant.

The present school year can be made more flexible and provide greater variety when educators know that students learn best when their learning is in keeping with their current goals. Administrators must be willing to seek avenues which add alternatives to education for the willing as well as the unwilling student.

Types of alternative public schools in operation today include: open schools, schools without walls, magnet schools, multi-cultural schools, street academies, schools-within-a-school, integration models and free schools. All of these alternative schools have some things in common; they provide options within public school education for students, parents and teachers, and the classes are open to all; they have a commitment to be more responsible to some special need within the community; they have a comprehensive set of goals and objectives and a concern not only with basic education but with the development of self-esteem; they are more flexible and therefore more responsive to needs and change; there is an attempt to be more humane on the part of students and teachers.

Options in public school education are traditional. Historically, however, options were only available to that segment of the school population classified in some way as a societal failure: dropouts, unwed mothers, and vocational and special education students. These special programs, for the most part, only served to further identify and make more visible the students' negative self-image. Recent research indicates that in terms of effecting change in such students the foregoing programs are losing strategies. In no way have they affected organizational structure within the school or changed the existence of the failure syndrome which these young people have.

It would appear that being able to identify and to recognize a certain portion of the school population from the beginning of their educational life as lacking certain intellectual, social or cultural skills would enable the individual school to plan alternative education options that would guarantee success for all students. These specialized educational alternatives could present new opportunities in allowing youngsters and teachers to choose their best learning styles.

No single program can meet the learning needs of every student. The same child can learn in different ways, at different stages of his

development. Some youngsters are able to learn better in open, informal, non-competitive or non-print-centered classrooms.

In the elementary school, alternatives can be adapted at the classroom level. Any grade level having more than one teacher can have as many alternative programs as there are teachers desirous of developing innovative programs on their own. Students with the aid of their parents and teachers would be free to select from a variety of teaching styles and programs: competitive or non-competitive, formal or informal, using the deductive or inductive approach, the integrated or separate discipline approach. Hopefully, the outcome would be a productive match between teacher, student and method.

For elementary school administrators, any plans for introducing alternatives into the individual school program should follow well-defined procedures which take into consideration the capacity of the school to individualize, the willing involvement of students and teachers, the resources available for utilization, and the understanding and support of the community.

Offering alternative for learning is an important step towards reform in education. In spite of the risks and challenges for administrators of innovative programs, they must take a leadership role to respond to those segments of society that are demanding more relevant learning experiences.

Alternatives can produce greater freedom and creativity, promote more intelligent and responsive choices and provide for individual differences in educational decision-making.

In order for students to choose school in place of full-time exposure to adult experiences, learning must be made as interesting to students as hot rods, television, rapping with their peers, or the corner pool hall. Reports from alternative schools report less vandalism, less absenteeism on the part of students and faculty, less crime within the schools and less truancy than occurs in the traditional school.

Options, in the way of alternative learning strategies, provide a way to make school more responsive to students and parents dissatisfied with conventional educational methods. An obvious step, then, in reducing the compulsory aspects of formal schooling is to offer alternatives. The present system does not need to be abandoned but rather made available as an option. With or without the existence of compulsory attendance laws our schools are likely to continue to have little influence on a large group of our school population as long as we adhere to a single educational method or format.

Note

[1]James G. Piatt, "Compulsory Attendance Can Be Fatal," Education Digest, 39, No. 9 (May, 1974), 26.

Part IV

# ACCOUNTABILITY AND EVALUATION: TRENDS OF INCREASING CONCERN

## INTRODUCTION

In recent years the public has become increasingly convinced that the quality of its schools is going down at precisely the same time that school costs are going up. As the economy moved toward two-figure inflation, teachers became more militant in their demands for increasing the financial support for education. At the same time, in the public eye, teachers have become less willing to put forth effort for the good of pupils in their charge. To combat this, the public, aided and abetted by the claims and promises of the spokesmen for various accountability schemes, have pressed for a way to assure themselves of a dollar's worth of value for every dollar expended. In the first article of this section Brashear calls for increased interaction between the school and the community it serves. He suggests that systems theory may have utility in helping overcome misconceptions relative to goal accomplishment.

Evaluation is one of the most controversial issues in education. Attitudes range from a total acceptance of Thorndike's assumption that if anything exists it can, to some degree, be measured, to a complete rejection of evaluation as being discriminatory, harmful to individual integrity and impossible to carry out. Ellis, in the second article of this section, views evaluation as a cooperative effort between teachers and the elementary school principal. From his point of view, it is through a process of cooperative evaluation that significant gains may be made in terms of improving the instructional program. Robert E. Stake of the University of Illinois distinguishes between two definitions of accountability:

> Accountability, in a strict sense, means to have good records and to make actions open-to-view. Strictly speaking, an accountable school is one that (1) discloses its activities, (2) makes good on staff promises, (3) assigns staff responsibility for each area of public concern, and (4) monitors its teaching and learning. Some spokesmen extend the definition of the accountable school to (5) one that gathers evidence of making good on public expectations, (6) one that through research discovers the causes of strength and weakness, and (7) one that provides cost-effectiveness information on alternative programs. The extended definition is one that a school can strive to live by but one that--because of our inability to measure these things--no school can presently fulfill. The lesser definition is a realistic obligation.[1]

Snider, in the third article of this section, presents a number of significant points that take the reader toward identifying ways and means of attaining the more comprehensive aspect of accountability. In his opinion an elementary principal plays a very important role in bringing about understanding between the school and community in terms of who is accountable to whom and for what.

## Note

[1]Robert E. Stake, School Accountability Laws, University of Illinois, Center for Instructional Research and Curriculum Evaluation, October 2, 1972.

## GOAL IDENTIFICATION

by

Keith Brashear

The school is an internal social system functioning within the periphery of an external suprasystem, the community. The school is an extension of the community; the community is an extension of the school. One system cannot function independently of the other system. For the maintenance of both systems, interaction and interdependence must occur. If the frequency of positive interactions between two systems increases, it seems reasonable that the degree of their liking will also increase. On the other hand, if the positive interaction between two systems is reduced, negative sentiments of one system toward the other system are increased. However, if there is an increase of negative sentiments of one system toward the othe system, then the members of each system are drawn closer together at the expense of intensified intersystem hostility. When there is an attack on the norms and sentiments of the internal system by the external system, the internal system develops negative group sentiments toward the source of attack. The more interaction there is between systems, the more similar both systems become in norms and values. Less interaction between systems is inversely proportional to the amount of conflict between systems. Otherwise, as the interaction between systems increases, the amount of conflict between them should decrease. Authorities have identified three main methods to deal with intersystem conflict. The least acceptable method is letting one system dominate the other system, thereby destroying the interactional process. Compromise is another alternative. Both systems moderate their demands; neither system obtains all of its objectives. The best approach in dealing with intersystem conflict is integration. Both systems create and integrate new solutions for the resolutions of the conflict.

With this backdrop, there has to be an open line of communication between the internal school system and the external community suprasystem. Such an interactional process is known as an open system. For the open system to be operational, there has to be input by the community and output by the school. For the maintenance of this open system, three assumptions have to be established.

1. The increase in inputs and outputs is directly proportional to the increased effectiveness of the open system.

2. The increase in quality of inputs and outputs is directly proportional to the increased effectivenss of the open system.

3. The delivery of inputs and the receipt of outputs should be done on an impartial basis. For example, decisions in the school should not involve partisan power politics.

Two advantages emerge from the interactional process.

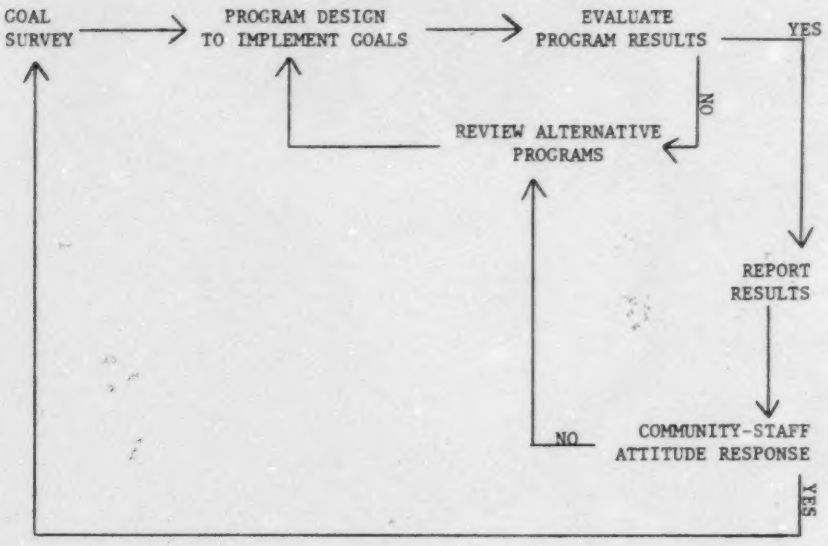
1. From sufficient interaction each system will be able to maximize and realize its goals more effectively.

2. Each system will engender a more positive attitude towards each other through the interactional process.

Goal Realization Model

Goal realization may be better understood by examining the flow chart.

GOAL REALIZATION MODEL




Flow Chart

The first stage of the goal realization model is the goal survey. A proper instrument should be designed that can determine community-staff goals for the school. Cognitive, affective, and psychomotor goals for children should be outlined specifically in the instrument. Perhaps another instrument should be designed to tap community and staff

input in the areas of staff roles, supervision, evaluation, organization, pupil personnel management, and business management of the school unit. If two instruments are designed, both should be comprehensive and specific. After the instruments are designed a school-community goal advisory group should be selected to explain and deliver the instruments to the community. The instruments should be designed so that the community and staff have to establish goal priorities. The goal advisory group should stress to the community and staff that all institutions of society have limited resources to supply unlimited demands. After collecting and analyzing the data gained from the goal instruments, the school-community goal advisory group should establish goal priorities.

Once priorities have been established a new school-community program implementation group should be organized. The purpose of this group is to review and study alternative programs that could be used to implement the community and staff goals. If desired, public hearings and survey techniques could be utilized to incorporate community inputs into program implementation. The principal should make the program implementation group aware of alternative programs and research related to these programs. After much review, programs should be selected. Materials and equipment should be purchased for the implementation of the programs. New personnel, if needed, should be hired to implement the new programs. Other staff members should receive in-service education to acquaint them with the new programs. The program implementation group should participate in all of these procedures. If feasible, the goal advisory group can serve as the program implementation group and program evaluation team.

The third stage is to evaluate the results of the programs. Standardized tests and teacher instruments can be designed to measure achievement reliably, objectively, and validly. A school-community group could be organized to devise its own evaluation instruments to measure student achievement. Subjective judgments by staff and students could be a basis for program evaluation. This evaluation should occur annually for a period of at least three years. If unfavorable evaluation results are encountered after three years, the program implementation group should review alternative programs and eventually formulate new programs. Favorable results should be reported to the community through meetings, conferences, and newsletters. If desired, the unfavorable results can also be reported.

Once the reports have been made to the community, a community attitude response instrument should be designed and presented to the community and staff. The purpose of this instrument is to tap staff and public sentiments toward the programs and the evaluation results. If community and staff sentiments are negative, the program implementation group should be recalled to review, study, and initiate new programs. If community-staff responses are satisfactory, then the goal realization process begins again. Perhaps the new goal survey will represent an interest in new goals for two reasons: (1) the community and staff structure has changed mentally and physically; (2) if the old goals have been realized, then the community and staff will begin searching for new goals.

Community-Staff Sentiments

Positive sentiments toward the school can be fostered by utilizing traditional inputs and outputs. This positive attitude can be increased by using innovative inputs and outputs.

Traditional Output--Grades

Generally, grades have a negative effect on staff-community interaction. First, the community envisions grades as an attack on community norms and sentiments, thereby creating school-community hostility. Secondly, the community resents the little input it has in grading decisions. Otherwise, the interactional process is not prevalent in traditional grading practices. Finally, grade output is inferior because it fails to communicate constructively and impartially. For adequate student evaluation these three deficiencies should be removed to strengthen school-community relationships.

Innovative Output--Public Relations

A good public relations program has a positive effect on school-community relations. Although public relations is limited to output, the community is able to participate indirectly in the school activities. Radio, television, school newspapers, newsletters, meetings, conferences, and school activities are effective means of "selling the school" to the community. From this communication, the community could provide feedback to the school. For example, if achievement test results for the whole school were reported to the community in a newsletter, there would be some feedback from the community. This feedback would be pertinent to goal realization, evaluation, and implementation of programs.

Traditional Input--Parent-Teacher Organizations

Rather than having a positive or negative effect, parent-teacher organizations have no effect at all. The community appears to be apathetic towards such organizations. Perhaps the community has other interests. Perhaps the organizations themselves fail to create interest. In most organizations, though, parents feel they have no direct impact on instructional decisions, curriculum innovations, management processes, and evaluation. Parental inputs in such organizations consists of bake sales, buying playground equipment, sponsoring school carnivals, and other trivia. Parents see little need in missing Gunsmoke for the purpose of debating whether stuffed teddy bears or rubber mice should be given away at the school carnival. If the nongraded school vs. the graded school were being contested, though, parents would get more involved because such issues have a direct impact on their child's education.

Innovative Input--Community Grievance Committee

Today, grievance procedures have been established for students and teachers to guarantee due process of law. Perhaps, the time has come for some recourse for the community. Grievance procedures have been established on an individual basis. Why can't such procedures apply to a group organization, the community? If a large portion of the community is not satisfied with a certain program, staff members, or goals of the system, shouldn't they have the opportunity to petition and be granted grievance hearings? This community group should represent a majority of the community and not a partisan power structure of the community.

Conclusions

Increased interaction between the school and community should produce a greater realization of goals in the school system. More inputs and outputs by these two systems should create a better attitude between them. The Board of Education has not been effective in communicating school-community goals. It is too far removed from the situation. Parent advisory groups, grievance committees, parent-teacher organizations, and improved public relations will have the desired impact to improve the educational system and make it relevant to community interests. Although the interactional process will be viewed negatively by some, hopefully, schools will become more responsive and accountable to community needs and goals.

# EVALUATION

by

C. Robert Ellis

How can teachers and principals further develop and refine their skills as effective stimulators of learning? It involves doing a little more than meeting the minimum requirements. People aren't rated by the accomplishments which they are expected to achieve. They are rated by the extra things they are willing and able to accomplish. They are judged by their attitudes toward work. The person who just does his job is regarded as average. Being an average principal or teacher is not very good.

To guarantee that instruction will be improved, both the teacher and the principal must have a felt need to become professionally involved. President Theodore Roosevelt once said, "Every person owes some of his time to the upgrading of the profession to which he belongs." This is especially true for those in education.

## What Is Evaluation?

Evaluation, as defined in this paper, is the process of collecting data, interpreting the data collected, and noting the improvement or lack of improvement of instruction by teachers based upon predetermined criteria that were established cooperatively by the principal and the teacher.

It is assumed that improvement in instruction will result in a favorable change of behavior on the part of the students. If "proper" instruction is given by the teacher, learning will take place.

After goals and objectives have been determined and instruction begun, the process of evaluation attempts to answer the question: "To what extent are the goals and objectives being realized?"

## The Role of the Principal

The principal must play several roles. Often, within a matter of minutes, the principal must be several different things to many people--at the same time. This is not an easy accomplishment, even for the experienced principal. However, it is expected of him/her every day of the school year.

Although the principal has many responsibilities, none is more important than the improvement of instruction. And, this is not likely to be accomplished well unless there is good morale among the staff.

The measure of the principal's success is the quality of cooperative contribution he or she and the staff make to the improvement of instruction. If the principal advocates and practices democratic procedures, most likely teacher morale will be high.

The principal, in a cooperative effort, must merit confidence from the teacher. He/she must not consult with the teacher, ask the teacher's opinion, agree upon a course of evaluation procedures and then pursue a course of action which runs counter to the conclusion reached with the teacher.

The principal cannot sit on the sideline and expect improvement of instruction to come about. He/she must devote time, energy, and leadership to maintain a high level of morale by working cooperatively with the teacher and helping him/her achieve success.

## Establishing Goals and Objectives

The principal must be a motivator of people. By serving the individual differences and uniqueness of the teachers he or she works with, he/she is kept vibrant.

To be effective, criteria for evaluation must be established in advance of such evaluation. It should be a cooperative effort on the part of the teacher and the principal. The goals must be realistic, definite, clearly understood, and general in nature. The goals should be ones that can be attained. If they are unattainable, the teacher most likely will fail and this may be detrimental to the students being taught.

Having determined the goals, specific objectives should be established to achieve the goals. The principal's role is to guide the teacher toward objectives that are sequential and clearly stated.

The principal should not attempt to identify certain traits and qualities that the teacher possesses and use this identification as a basis for helping to establish capabilities. Rather, it is suggested that capabilities must be defined in terms of what the teacher does, what action he/she performs, what role he/she plays, and how he/she carries out responsibilities as outlined in the criteria of objectives.

The principal can suggest methods that have been used previously and what degree of success they have had.

The principal should direct the teacher in the selection of objectives by having him/her fulfill three main criteria. First, it

must be determined what is to be taught; second, it must be established when it is to be taught; and third, it must be decided what resources, materials, and methods will be utilized.

The principal can assist greatly by indicating whether a program that is outlined can be funded. If the aspirations of the teacher are so extensive and money is limited, the principal can suggest that the teacher revise the program.

The principal can also advise the teacher of the legality of a proposed program. Does it violate any state or local policies?

When it is apparent that the teacher needs extra help in a particular area to strengthen the instructional program, it is the responsibility of the principal to make the services of psychologists, guidance workers, consultants, and other specialists available to the teacher.

The principal should provide for in-service education which will encourage the teacher to seek greater competence. The program should be concerned with a specific area that will be of benefit to the teacher. The teacher, in conjunction with several other teachers, may want to plan and carry out the in-service program. The principal should arrange ample time for such a venture.

Supervision and Appraisal

Supervision should be purposeful. It should be designed to analyze needs that the teacher has as he or she is striving to meet the established goals and objectives. Supervision must be supportive. Through supervision the principal can determine strengths as well as weaknesses of the teacher. Supervision should be used as an opportunity to build morale. The principal should not do the thinking for the teacher, but should help the teacher do a better job of thinking.

Each classroom visitation that involves suggestions or comments by the principal should be followed by a conference as soon as possible. The principal and teacher should view the suggestions or comments in relation to the established criteria. The principal must be positive in bringing up problems he or she observed. Hopefully, the teacher will find the solution for any problem that exists. The principal can assist by presenting steps that might be taken to improve performance.

Ultimately, the performance of the teacher must be appraised as to the extent he or she has fulfilled the goals and objectives he/she set out to accomplish. This appraisal will be done cooperatively and individually by the principal and teacher. The principal is required to submit a formal report to the superintendent. This should be done after the principal and the teacher have prepared a joint report. This

final, formal report should be in triplicate, with one copy for the teacher, one copy for the principal and one copy for the superintendent.

## Role of the Teacher

For improvement of instruction to be successful, the teacher must realize that motivation to change behavior ideally comes from within rather than being externally imposed. He or she must be aware of the realities of his/her own teaching behavior for it is the most useful data in assessing one's performance.

The teacher should play a major role in the development of the evaluation procedure and the principal should welcome it.

### Establishing Goals and Objectives

The teacher functions as a director of learning and he must understand the growth and development patterns of the students and the process by wh they learn if he/she is to provide the proper instruction. The teache must also know his/her limitations in the subject matter he/she is to teach.

To be competent in instruction, the teacher must be willing to move to an unknown when something isn't succeeding. This is essential as he/she attempts to establish goals and determines the objectives for achieving them.

The goal is the end toward which the instruction of the teacher will strive. In this sense, the goal provides direction to the steps to be taken in designing and implementing instruction. The goal furnishes a rationale and gives the intentions of instruction. The steps taken to achieve the goals are embodied in the specific instructional objectives that indicate tasks, how they are to be accomplished, and how they are to be appraised.

### Supervision and Appraisal

The teacher must expect supervision that is supportive from the principal. It must be realistic. The teacher should not dread the observation of the principal as being a threatening ordeal. He/she must feel that the principal is reassuring. He/she should also expect a post-observation conference that will be positive and constructive.

The teacher should provide for self-assessment and supervision from other teachers. One method is interaction analysis which involves the use of video-tape recorders, tape recorders, and actual observation. Two or more teachers can analyze each other in terms of their effectiveness.

Another aid in assessing effectiveness is the use of sensitivity groups. Three or four teachers carry on a discussion on any topic. This experience can help them become sensitive to the wishes, apprehensions and hopes of others.

The teacher should assess himself/herself individually and cooperatively, gauging strengths and weaknesses. The taped lessons should be played back with the teacher and his colleagues listening, observing and analyzing.

Cooperatively the teacher and the principal should appraise the degree of success the teacher has had. This appraisal should reflect what the actual performance of the teacher has been. If, at any time during the year, the teacher has made every attempt to carry out the objective but has been unsuccessful, it should not mean that his/her job would be in jeopardy. At this point, the principal and teacher must reassess the goals and objectives, methods used and specific actions taken to determine the reason for the program not succeeding. Then a new plan of action should be undertaken. This would also be true at the end of the year.

Only, when a teacher, after several attempts, is proven to be unsuccessful should consideration be given to terminate the contract.

## Summary and Conclusions

This article has portrayed evaluation as a cooperative effort between the principal and teacher. Evaluation has been defined as a process of collecting and interpreting data and citing improvement or lack of improvement in instruction as outlined in predetermined criteria of goals and objectives.

The role of the principal has been shown to be that of motivator, stimulator, and educational leader providing supportive supervision.

# ACCOUNTABILITY

by

C. Steven Snider

Typical administrative handbooks generalize the duties of principals by stating that:

> The principal will assume complete control of the school and all of its activities.

On the surface, such a statement may seem a harmless notation in reference to the prestige and power of a principal as the leader of the school. However, the experienced administrator readily recognizes the underlying significance. It is the principal who will be held responsible and answerable--accountable--for "proper decisions" in regard to problems, programs, activities, teachers and students.

The community will question the principal's capacity to perform his duties when: the community senses an "obvious" failure of drug education programs following the arrest of a student in the community for possession of marijuana; custodians short of manpower are unable to maintain total building cleanliness on a daily basis; the athletic fund is unable to support additional girls' sports without going into the red; a teacher cannot maintain proper discipline; and more importantly, when a child is unable to read, write or effectively utilize crucial mathematical skills. Virtually all uneventful occurrences in an attendance center ultimately culminate in the attitudes expressed by the community concerning the principal. Thus, it behooves the competent administrator to maintain a viable public relations program for the promotion of accurate descriptions of school activities. But, the point which must be kept uppermost in the mind of the administrator is that job survival will depend upon performance in the face of accountability.

With such importance attached to accountability it is crucial to recognize those that hold a principal accountable. Generally, the principal is assumed accountable to the superintendent, school board of trustees and the community. The superintendent informs the principal of expectations for job performance as based on board policies. These expectations may take the form of a job specifications sheet. However, there are informal expectations that are not found in written form. These are expectations formulated by the community. The superintendent, board and principal are accountable to these expectations which may change frequently. It is the position of this writer that a principal bases the performance of duties upon his/her perceptions of the community's expectations and it is to these expectations the principal is held accountable.

A principal realizes a school board is that representative body which translates community sentiment into policy. The principal should be cognizant of the fact that a superintendent plays a reactive role in the daily performance of his/her duties. Granted, boards and superintendents attempt to base their decisions upon the child benefit theory and management procedures which will best attain this end. However, in the daily performance of duties the superintendent vis-à-vis the community will react and formulate decisions which will be acceptable to the larger portion of his constituency. School board members who act in opposition to the common will do not retain their positions for periods of long duration. As a result the principal must be able to gauge the views of the community for ultimately it is to these views that accountability pertains. Those "proper decisions," spoken of earlier, are decisions which are in conjunction with the prevailing views of the community.

This is not to say that the prevailing views of the community are bad. Two primary concerns of communities are apparent: the responsibility of the school to provide programs which will effectively develop the human potential of a wide variety of client groups within a diversity of service communities; and the responsibility of the school to efficiently utilize the various resources entrusted to it by the supporting society.[1] In practice accountability is a more in-depth concept than alluded to in these generalized concerns. It is the translation of these concerns, by the local administrator, into a comprehensive plan of action that brings the responsibility and answerability inherent in accountability.

This translation process is what the principal does daily. The principal's actions are molded by his/her perceptions of community concerns. Daily arrival time at school; discipline procedures; attendance at extra-curricular functions; demands made of staff; curricular changes or innovations and other facets of job performance conform to the community concerns. The decisions to perform duties in such prescribed ways are not subtle. Usually, the principal and superintendent, possibly at administrative team meetings, discuss options available. As an example, a sex education program may be an openly administered program or one hidden in science, home economics or health courses depending upon the community's disposition or administrative interpretation of it.

Evaluations of administrative performance become not only evaluations of educationally sound managerial and instructional leadership practices, but also of the adaptability of an administrator in conforming his/her practices to those which are expected by the community.

As a consequence of the principal's role in relation to the community, administrators must literally take to the sidewalk. Administrators must know their publics and operational limitations. A give and take sharing of ideas, goals, successes and failures must be implemented to increase community participation.[2] Community action

committees formed to conduct school surveys, raise funds, organize school-community information programs, etc., can serve as a base of administrative support. Community volunteers may be utilized as tutors. Bringing the community into the school will help promote a better understanding of the school. Parent organizations supporting athletics, band, thespians and other extracurricular groups will provide additional assistance. But, more importantly, they will serve as communication lines between the administrator and the community at large.

This involvement by the principal will give him/her a better idea of what the community expects of the school and of its administrators. The principal can translate this knowledge into performance. He/she will be better able to provide valuable input at administrative team meetings. In this way, the principal may establish a pattern for input into those board policies, superintendent's requests and community sentiments to which he/she is ultimately accountable.

## Notes

[1]Frank J. Sciara and Richard K. Jantz (eds.), Accountability in American Education (Boston: Allyn and Bacon, Inc., 1972), p. 8.

[2]Ibid., p. 139.

## A SUMMARY OF SORTS

Rather than finish this monograph with a dreary summary or recommendations drawn from the opinions of those who contributed to this writing, it might be more useful to check out your own point of view toward the topics which have been presented. Let's pretend you are talking with someone who knows you have just finished reading this material. This person is mildly curious, but does not know a great deal about the elementary school principalship. He or she knows the elementary school principalship only from the framework of being a past elementary school pupil and the casual acquaintance maintained with the elementary school principal who administers a local elementary school.

The following provides his or her side of the discussion, and you consider the way that you might make replies. Afterward you can compare the way in which you think that you might respond with the explanations which the contributors to this monograph would likely make.

He/she --- Orientation, huh? Aren't the teachers prepared to do their job by the colleges and universities? What can principals do to help teachers? It seems to me that the teachers might well know more about the task of teaching than a principal who has not taught a class maybe for a good many years.

You ------

He/she --- Isn't it true that teachers are better prepared than they were a decade or so ago? Don't they really know more about the teaching-learning process than most principals do?

You ------

He/she --- What is the principal's role in collective bargaining?

You ------

He/she --- Does the principal function as a "boss" as he carries out his duties in the elementary school?

You ------

He/she --- What do you consider to be the major difference in an elementary principal's role function and that of other jobs such as working on an assembly line in a factory?

You ------

He/she --- It seems as if school organizations are constantly undergoing some type of reorganization. Does the elementary principal play an important part in this process?

You ------

He/she --- Isn't it true that the public generally has lost a great amount of faith in the public schools? What should schools do, particularly the elementary principal, to reinstill the faith that the public once had?

You ------

He/she --- What can elementary school principals do to help the attendance problem of secondary schools? Isn't it true that poor attitudes on the part of secondary pupils which leads to dropout are often started in the elementary school?

You ------

He/she --- Isn't it part of elementary principals' responsibility to evaluate the on-going program of instruction? What should be their attitude toward this task?

You ------

He/she --- I have been hearing a great deal about accountability in education. Does the elementary principal play an important part in this?

You ------

If you would like to compare your ideas for responses to the above questions with those of contributors to this monograph, please turn to the next page.

He/she --- Orientation, huh? Aren't the teachers prepared to do their job by the colleges and universities? What can principals do to help teachers? It seems to me that the teachers might well know more about the task of teaching than a principal who has not taught a class maybe for a good many years.

Contributor --- It's not that teachers aren't prepared to teach. Principals recognize the importance of orienting new teachers to the teaching situation in a particular school. This duty should be personally accepted by each principal. Advance and careful planning is highly recommended. Other people should be involved in planning the program. Inherent in such a program should be a provision for its evaluation.

He/she --- Isn't it true that teachers are better prepared than they were a decade or so ago? Don't they really know more about the teaching-learning process than most principals do?

Contributor --- Yes, oftentimes teachers know more than the principal about teaching. The elementary principal must not allow his or her enthusiasm to make him feel that he/she can do everything all by himself/herself. The principal must recognize that there are competent people on his/her staff. Since these people may be more competent than he/she is in some areas, a reasonable delegation of duties, but not total responsibility, is in order.

He/she --- What is the principal's role in collective bargaining?

Contributor --- The elementary principal should accept collective bargaining in good faith; he/she should not view the process as a threat to his/her position or do anything to antagonize either party or jeopardize his/her job. It is therefore recommended that during collective bargaining the principal should be a consultant to the board.

He/she --- Does the principal function as a "boss" as he carries out his duties in the elementary school?

Contributor --- A principal is not a demagogue, but a guide. He should initiate and also be actively involved in the programs of the institution. Therefore the facilitative role is highly recommended.

He/she --- What do you consider to be the major difference in an elementary principal's role function and that of other jobs such as working on an assembly line in a factory?

Contributor --- Human relations may be the major difference. This is an important dimension of the administrative task. It should therefore not be overlooked. The principal should realize that he/she is dealing with human beings and not machines. He/she should endeavor to know or convince himself/herself that institutional goals and individual needs are not necessarily diametrically opposed.

He/she --- It seems as if school organizations are constantly undergoing some type of reorganization. Does the elementary principal play an important part in this process?

Contributor --- Where such changes are taking place, the inevitability of reorganization should be accepted. The principal should recognize his/her own limitations, and therefore input from other sources should be encouraged.

He/she --- Isn't it true that the public generally has lost a great amount of faith in the public schools? What should schools do, particularly the elementary principal, to reinstill the faith that the public once had?

Contributor --- Because of the extreme importance of public relations, it is recommended that trained public relations personnel with an educational background be hired by the school corporation. The elementary school principal is not to idly wait for the arrival of this individual; even when he/she arrives, the principal should not relinquish all responsibilities in this area. The principal must know that the school he/she manages is not his/her personal property, but that it belongs to the public. Therefore the public should be encouraged to accept this ownership. Principals should not just publicize the good aspects of the school. The people deserve to know the negative as well as the positive.

He/she --- What can elementary principals do to help with the attendance problem of secondary schools? Isn't it true that poor attitudes on the part of secondary pupils which leads to dropout are often started in the elementary school?

Contributor --- Compulsory attendance laws cannot be expected to be repealed. Therefore elementary curricular programs should be flexible and broad enough to accommodate individual needs. One way the principal can do this is to minimize the cut-throat competition that prevails in classrooms. More parental involvement in the teaching process is also recommended.

He/she --- Isn't it part of elementary principals' responsibility to evaluate the on-going program of institutions? What should be their attitude toward this task?

Contributor --- Principals must realize the importance and continuous nature of evaluation if it is to be successful. Personal fears or apprehensions need not stand in the way of evaluation because this is the means by which the program can be appraised and redirected.

He/she --- I have been hearing a great deal about accountability in education. Does the elementary principal play an important part in this?

Contributor --- Like evaluation, accountability is a reality from which the school principal cannot escape. No matter what changes take place in the school the principal needs to realize that the ultimate responsibility for the attendance center is his/hers. Therefore he/she should not fail to direct, redirect or give expert advice as and when necessary.

# INDIANA STATE UNIVERSITY'S EFFORTS TOWARD COMPETENCY BASED INSTRUCTION FOR ELEMENTARY PRINCIPALS

In the State of Indiana, certification of elementary school principals requires advanced graduate education. In the past, Indiana State University, like other institutions in this state, has attempted to meet this need by offering pertinent discrete courses which in various combinations officially meet the state certification requirements. Recognizing that this type of program was limited in meeting the need of improving administrative leadership, Indiana State University professors of educational administration in concert with public school administrators developed a field based experimental program which was initiated in 1972. This experimental program featuring extensive internship experiences appeared to provide programmatic direction; however, it was limited in scope to a small number of individuals who could be provided with internship experiences. Beginning in 1974, a new experiential preservice-inservice educational program for school principals was offered by Indiana State University. This program, in addition to field based internship experiences, features an alternate campus based cadre of experiences which utilizes simulation rather than the internship as a way of gaining leadership experience. The field and campus alternates in this new program have proven to be compatible and feedback from both school officials and future elementary principals has been quite favorable.

REQUEST FOR FURTHER INFORMATION

If you are interested in establishing a principal internship in the school which you are associated please write for additional information. Internship arrangements are usually made a semester in advance to the time that the internship is to begin. Detailed information may be obtained by writing to:

Dr. Bill Melvin
Jamison Hall
Indiana State University 47809

If you are interested in obtaining information relative to the campus program (simulated experiences) please write for additional information. Detailed information may be obtained by writing to:

Dr. Fred Snyder
Jamison Hall
Indiana State University 47809

Indiana State University offers certification and Degree programs in Educational Administration at the Masters, Specialists, and Ph.D. levels. Information regarding any of these programs may be obtained by writing to:

Dr. Fred Swalls
Jamison Hall
Indiana State University 47809